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REVIEW OF PRIORITY THEMES, IN ACCORDANCE WITH COMMISSION RESOLUTION 1/1 ON STRATEGIC MANAGEMENT BY THE COMMISSION ON CRIME PREVENTION AND CRIMINAL JUSTICE OF THE UNITED NATIONS CRIME PREVENTION AND CRIMINAL JUSTICE PROGRAMME

Status of the preparations for the World Ministerial Conference on Organized Transnational Crime

Report of the Secretary-General

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INTRODUCTION

1. On the recommendation of the Commission on Crime Prevention and Criminal Justice, the Economic and Social Council adopted resolution 1993/29 of 27 July 1993, on the World Ministerial Conference on Organized Transnational Crime. In that resolution, the Council requested the Secretary-General to organize, without real growth implications for the overall United Nations budget for the biennium 1994-1995, a World Ministerial Conference on Organized Transnational Crime, to be held in the third quarter of 1994. Also in that resolution, the Council accepted with appreciation the offer of the Government of Italy to act as host to the Conference.

2. The General Assembly, in its resolution 48/103 of 20 December 1993, expressed its support for the World Ministerial Conference and requested the Secretary-General to take all measures necessary to ensure its adequate organization and to submit its conclusions and recommendations to the Assembly at its forty-ninth session.

3. The present report, submitted pursuant to Economic and Social Council resolution 1993/29, provides an account of the activities carried out to date, in preparation of the World Ministerial Conference, as well as a brief overview of the substantive matters that the Conference should consider. It also includes an outline of the activities needed to be carried out in the near future to ensure the timely organization of the Conference.

4. The Economic and Social Council, in its resolution 1993/30 of 27 July 1993, welcomed with appreciation the initiative of the Government of Italy and the International Scientific and Professional Advisory Council in organizing, under the auspices of the Crime Prevention and Criminal Justice Branch, the International Conference on Laundering and Controlling Proceeds of Crime: a Global Approach, to be held in Italy in June 1994. In its resolution 48/103, the General Assembly also welcomed that initiative. The present report gives an overview of the preparations for the International Conference and of the issues that it is expected to consider.

5. The Economic and Social Council, in its resolution 1993/34, section I, of 27 July 1993, reaffirmed the priority themes formulated by the Commission on Crime Prevention and Criminal Justice at its first session and contained in Council resolution 1992/22, section VI, of 30 July 1992. Organized transnational crime figures prominently among those priority themes, as concern among Member States continues to grow over the multiple aspects of that type of criminal activity. The addenda to the present report (E/CN.15/1994/4/Add.1-3) provide a focused analysis of some of those aspects, with proposals for further action.

I. WORLD MINISTERIAL CONFERENCE ON ORGANIZED TRANSNATIONAL CRIME

A. Organizational matters

6. At the initiative of the Italian Government, a Joint Executive Committee has been established, composed of representatives of the Ministry of Foreign Affairs, the Ministry of Justice, the Ministry of the Interior, the Permanent Mission of Italy to the United Nations Office at Vienna and the Crime Prevention and Criminal Justice Branch. The Committee is charged with overseeing organizational matters of the World Ministerial Conference. In a meeting held on 21 January 1994, the Committee reviewed the activities that had been carried out and discussed administrative arrangements. It also appointed a National Coordinator and an Executive Coordinator for the World Ministerial Conference.

The National Coordinator has overall responsibility for the input required by the various authorities at the national level. A provisional secretariat for the World Ministerial Conference has been established to assist the National Coordinator. The appointment of the National Coordinator and the Executive Coordinator will greatly facilitate preparations, particularly in view of the need for focal points and constantly open channels of communication with the host Government. The National Coordinator has requested all ministries and government departments concerned to appoint up to three officials each as members of the National Organizing Committee. As of January 1994, the Italian Government has provided the Branch with three associate experts to assist in the preparations for and follow-up to the World Ministerial Conference. An additional associate expert will be joining the Branch in the course of 1994.

7. The Government of Italy has proposed that the World Ministerial Conference be held at Naples from 24 to 26 October 1994. The Government has indicated its intention to place at the disposal of the Conference the facilities that will be used in July 1994 for the annual economic summit of the heads of State or Government of the Group of Seven major industrialized countries and the President of the Commission of the European Communities (CEC).

8. The Italian Government has been apprised of the requirements for the World Ministerial Conference, according to standard United Nations practice and procedures. A technical mission should soon be undertaken to inspect the facilities. Its purpose is to ensure that the facilities conform to the standards required by the United Nations for world conferences (the availability of conference rooms with the capacity to accommodate the delegations of all Member States, interpretation facilities, facilities for processing documents, hotel accommodations etc.).

9. After certification of the suitability of the facilities, the Italian Government and the Secretariat will begin consultations for the finalization of a host government agreement, pursuant to General Assembly resolutions 31/140, section I, of 17 December 1976, 40/243, section I, of 18 December 1985 and 47/202 A of 22 December 1992. After the agreement has been concluded and the differential costs have been deposited, the Secretary-General will extend invitations to all Member States, intergovernmental organizations and non-governmental organizations to attend the World Ministerial Conference.

10. The results of the technical mission and further progress in the organization of the World Ministerial Conference will be reported to the Commission at its third session.

B. Substantive matters

11. The unanimous acceptance and support of the World Ministerial Conference by the Commission, the Economic and Social Council and the General Assembly are evidence that the international community is concerned over the threat posed by organized transnational crime. They also attest to the willingness of Member States to improve their joint efforts, at the global level, to effectively combat the most pernicious forms of criminal activity. The World Ministerial Conference will provide a forum for the collective manifestation of this political will and determination.

12. In pursuance of Council resolution 1993/29, the World Ministerial Conference will have the following objectives:

(a) To examine the problems and dangers posed by organized transnational crime in the various regions of the world;

(b) To consider national legislation and to evaluate its adequacy to deal with the various forms of organized transnational crime and to identify appropriate guidelines for legislative and other measures to be taken at the national level;

(c) To identify the most effective forms of international cooperation for the prevention and control of organized transnational crime at the investigative, prosecutorial and judicial levels;

(d) To consider appropriate modalities and guidelines for the prevention and control of organized transnational crime at the regional and international levels;

(e) To consider whether it would be feasible to elaborate international instruments, including conventions, against organized transnational crime.

These objectives, which reflect the primary concerns of Member States regarding the need for efficient and effective global action against organized transnational crime, are expected to form the basis of the agenda for the World Ministerial Conference.

13. In accordance with its first objective, the World Ministerial Conference will take stock of the problems and dangers posed by organized transnational crime throughout the world. Organized criminal activity is no longer affecting developed regions only. Recent evidence has shown that developing countries are faced with significant problems created by the emergence of criminal groups and their activities. Developing countries are confronted with groups engaging in a variety of criminal activities, often moving away from more "traditional" endeavours, such as illicit drug production and trafficking, into equally lucrative areas that attract less attention. In other cases, criminal groups are diversifying their activities by reorganizing their operations in a more sophisticated fashion, limiting the use of force and violence and turning to other means of persuasion. Organized crime in developing countries is also adapting its operations to the new political and economic realities, taking full advantage of the efforts made by many Governments to open up their national borders to free trade and to improve the competitiveness of their national economies. Thus, organized crime is profiting from new pacts and cooperative arrangements, posing a long-term threat to sustainable development.

14. Because of their vulnerability and their untapped resources, countries in transition are being targeted by organized criminal groups operating across borders. Such criminal groups are taking advantage of the urgent need for foreign investment capital faced by Governments trying to reform their national economies according to free-market principles. This is occurring at a time when institutions are either young or in the process of being established. The criminal justice systems of countries in transition, in which organized criminal activities were previously almost unknown, are often no match for such criminal groups, with their sophisticated modus operandi. The need for foreign capital to give new life to national economies and to assist countries in entering today's competitive and demanding global market frequently obscures the long-term threat posed by the investment of criminal proceeds. Criminal groups are keen to enter the economies of countries in transition, not only because of the potential such economies offer, but also because of the relatively low risks involved. Such groups enjoy certain advantages because of the sizeable amounts of money at their disposal and their ability to eliminate competition through intimidation and violence; consequently, risks that might seem daunting to legitimate business entrepreneurs are perfectly acceptable to such groups. The consolidation of the power of criminal groups places in grave danger the growing economies of the countries in transition, particularly in terms of their future development, their competitiveness in the international arena and their stability.

15. Organized criminal groups are also forming new alliances spanning all regions of the world. Their operations are expanding in activities and commodities that previous geopolitical balances had made inaccessible. Recent findings suggest that organized criminal groups have already obtained strategically sensitive materials and technology. Such materials and technology may be bought or bartered at favourable rates; some of it is obtained by terrorist groups, in return for the protection of organized criminal operations. Such trade poses a threat to international peace, security and relations. The world community should respond to that threat immediately, while preventive action is still possible. The World Ministerial Conference will provide a forum for Governments, represented at the highest possible level, to exchange information and experiences. A thorough assessment of the identity of modern organized transnational crime will help Member States come to terms with the actual dimensions of the problem and will thus contribute to the attainment of the other objectives of the World Ministerial Conference.

16. Pursuant to its second objective, the World Ministerial Conference is expected to examine ways to make national legislation more able to cope with the various forms of organized transnational crime. National approaches to the prevention and control of organized transnational crime vary considerably. The reasons for those variations range from differences in perceptions about the actual size of the problem and the threat posed by organized criminal groups to differences in the features of legal systems, including legal theory and judicial practice. Differences in national legislative and other measures enable criminal groups to shift their operations across national borders in order to evade detection and prosecution, and thus continue to maximize their profits with impunity.

17. In their efforts to prevent or control organized transnational crime, national authorities are often confronted with obstacles such as the flexibility and versatility of the modus operandi of the perpetrators. Other obstacles include increasing diversification of operations and the restructuring capacity of criminal groups, who often use modern business techniques and obtain the best available professional advice. Another major obstacle is the broad range of activities in which organized transnational crime is involved. National legislation is often geared towards identifying and prescribing activities that, in the past, formed the core of organized criminality. The adoption of measures to modernize legislation, the establishment of regulatory mechanisms to supplement it and the penalization of certain forms of behaviour to avoid gaps in legislation are essential. National approaches to fighting organized transnational crime should take into account present-day realities. Thus, national authorities could be more effective in preventing and controlling the various forms of organized criminal activity by bearing in mind the fact that their efforts would have an effect beyond their national borders. Often cited impediments to effective action against organized criminal groups include the limited reach of national legislation or the conflicts of jurisdiction that allow transnational offenders to escape justice. Such impediments can be removed by initiatives aimed at rendering national legislation or other mechanisms in one country more compatible with those in others. The World Ministerial Conference could provide guidelines on how such compatibility could be achieved, and on how a thorough process of harmonization could be set in motion, with a view to improving international cooperation and eliminating safe havens for criminal groups. It could also promote cooperation among national authorities, including the exchange of information, which could prove extremely valuable in policy formulation and planning, and could design appropriate organizational procedures for such cooperation.

18. The World Ministerial Conference, in pursuing its third objective, is expected to seek more effective arrangements for international cooperation at the investigative, prosecutorial and judicial levels, based on common practice. In reviewing the principal characteristics of those arrangements, and evaluating their effectiveness, the World Ministerial Conference could consider elements that impede a prompt and effective reaction to organized transnational crime, such as lack of coordination among the agencies or departments concerned or the time-consuming procedures that are often required. This particular objective reflects the concern of the world community over the operational level of

international cooperation. There seem to be two major considerations in this regard: situations where efforts against organized transnational crime are frustrated because of obstacles diminishing the effectiveness of bilateral agreements on mutual legal assistance or extradition; and situations where bilateral arrangements do not exist or cannot be concluded. A related issue concerns those situations where existing bilateral agreements are rendered inoperative by new techniques used by organized criminal groups.

19. The detection, investigation, prosecution and adjudication of organized transnational crime are laborious and complex activities. Securing evidence often requires the cooperation of authorities from many countries. The complexity of these endeavours, coupled with the difficulties encountered when different legal systems are involved, puts enormous pressure on investigative, prosecutorial and judicial authorities. In addition, the processing of cases involving organized transnational crime is frequently delayed, or brought to a standstill, because of difficulties in communications across borders. In many cases, these problems are created because of a failure to identify an authority capable of providing assistance. In other instances, joint efforts may be hindered by the legal issues involved. The establishment of links at the operational level, and direct communication in a more informal fashion, can be invaluable in smoothing out difficulties and preventing delays or misunderstandings. Such informal arrangements and contacts should be encouraged and strengthened, provided that they do not jeopardize the fundamental rights of those involved in investigations or criminal proceedings. Regular cooperation at the operational level is also valuable in the prevention of organized transnational crime, especially in terms of the exchange of intelligence, which can be extremely useful in preventing the expansion of criminal groups across frontiers or the diversification of their activities.

20. The fourth objective of the World Ministerial Conference relates to the consideration of modalities and guidelines for the prevention and control of organized transnational crime at the regional and international levels. Bilateral agreements on mutual legal assistance and extradition are considered valuable tools in the fight against organized transnational crime. Frequently, however, their conclusion is prevented by considerations of a broader political context. This creates gaps in international cooperation that cannot be filled by other initiatives in international relations. Organized criminal groups have been known to seek out such gaps and to take full advantage of them, particularly in recent years. In some cases, bilateral arrangements are viewed as onerous agreements imposed by one of the parties on the other through pressure in other quarters. In such cases, the implementation of the agreements suffers because of the scepticism with which they are regarded and the reluctance of competent personnel to abide by their provisions. It is generally agreed that the effectiveness and efficiency of criminal justice are greatly diminished when political influence or interference comes into play. This applies even more to international cooperation in criminal justice matters.

21. Present-day realities and the growth and expansion of organized transnational crime are bound to lead to a reassessment of international cooperation in crime prevention and criminal justice, as it currently exists. The operations of organized transnational crime involve, in most cases, more than two countries. A pattern is emerging whereby organized criminal groups carry out the recruitment of personnel in one country, obtain the necessary material in another, operate in several others and direct their proceeds to still others. The confusion that such a method of operation creates among national authorities frequently makes detection impossible. In some cases, even if the principal activity is detected, obtaining and preserving evidence to effectively adjudicate the case becomes so cumbersome that offenders go unpunished. Bilateral agreements may not be able to deal adequately with activities of such complexity.

22. Issues on which the World Ministerial Conference could focus its attention include traditional principles of international cooperation, such as reciprocity, double criminality, specialty, the political

offence exception, the non-extradition of nationals, and territoriality. Giving due consideration to national concerns regarding sovereignty and independence in decision-making, the World Ministerial Conference could elaborate guidelines for the development of strategies and techniques to reduce obstacles to international cooperation. In so doing, it could consider new trends in legal theory and practice. It could also consider issues related to the expansion and improvement of international cooperation with respect to lessening the divergence of traditional conceptions of criminal justice, including substantive and procedural law and practice, with due respect for fundamental rights and freedoms. In this regard, the World Ministerial Conference could identify new areas of international cooperation, such as the recognition and enforcement of foreign judgements.

23. Offences related to the proceeds of crime deserve particular attention. Modern capabilities for transferring capital electronically have rendered the detection, investigation and adjudication of relevant offences difficult. Furthermore, since the laundering and use of the proceeds of crime are among the primary objectives of organized crime, criminal groups spare no effort to evade detection. International cooperation should be expanded to cover the tracing, seizure, confiscation and return of the proceeds of crime. The World Ministerial Conference could consider the modalities for improving international cooperation in this field and for removing obstacles created by existing perceptions and practices.

24. In order to deal with the issue of the effectiveness and efficiency of international cooperation, particularly in rapidly changing times such as these, the World Ministerial Conference could consider ways and means of building on existing modalities, thereby taking international action a step further. In this connection, it could examine ways of consolidating and integrating international efforts, using the experience accumulated throughout the world in the application of bilateral or regional cooperative arrangements.

25. One issue that appears to be central to the effectiveness of international cooperation is the capacity of national authorities to cooperate. Organized transnational crime has become considerably more sophisticated than before. This has strained the capacity of authorities in many countries, particularly developing ones, to detect, investigate and adjudicate cases involving such crime. International cooperation is adversely affected by this lack of capacity. Technical cooperation, in the form of advisory services and training aimed at improving the capacity of national authorities, is essential. Such cooperation could provide knowledge and expertise and could raise the level of professionalism of criminal justice personnel. Technical assistance is also required in reforming existing legislation or developing new legal frameworks to deal with contemporary activities of organized transnational crime and to improve or build institutions to facilitate effective international cooperation. The World Ministerial Conference could reassess existing modalities and consider new ones to improve the flow of technical assistance in this area.

26. In pursuing its fifth objective, the World Ministerial Conference is expected to consider the feasibility of elaborating international instruments, including conventions, to deal with organized transnational crime. The fundamental issues it should consider in this area would depend on the political will of Member States. The attention devoted to organized transnational crime by the Commission on Crime Prevention and Criminal Justice and the legislative bodies of the United Nations, in particular the General Assembly and the Economic and Social Council, demonstrates that the matter figures

prominently on the list of priorities of Member States.* This stems from the realization of the impact that such criminal activity has on national economies, international relations, stability, security and peace - all crucial elements to growth and development.

27. The international community is faced with new economic and social realities that create new responsibilities and place new demands on Governments throughout the world. International problems demand genuinely global approaches and action. It is said that a chain is as strong as its weakest link; in the case of organized transnational crime, the community of nations is called upon to decide whether it can afford weak links. International cooperation is more possible today than it was a few years ago. The end of the cold war has brought about a dramatic improvement in international relations, while the advancement of democracy is unprecedented. The new framework of international relations is relatively free of the impediments of the past that resulted from narrow political considerations. In this favourable environment, with the international community sharing the same values, the World Ministerial Conference could provide a forum for Member States to express all the commitment, political will and unwavering determination that are necessary to strengthen multilateral cooperation, taking global action against organized transnational crime a step further in terms of its effectiveness and productivity.

28. There is a precedent to guide the efforts of Member States in that direction. The elaboration of the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances of 1988 (E/CONF.82/15 and Corr. 2) represented the culmination of concerted efforts by Member States to combat a form of criminal activity whose dimensions and impact were rapidly growing. The adoption of the 1988 Convention represented a major success of the international community in improving its response to the problem. It happened in an environment less conducive to mutual understanding than the one existing today; thus, it is proof of the ability of the international community to smooth out its differences when the issue at hand commands it. The World Ministerial Conference, by building on past experience and taking advantage of the existing favourable conditions, could set the stage for a similar undertaking.

II. INTERNATIONAL CONFERENCE ON LAUNDERING AND CONTROLLING PROCEEDS OF CRIME: A GLOBAL APPROACH

29. Organizational and substantive arrangements for the International Conference are at an advanced stage. The Italian Government and the International Scientific and Professional Council have finalized the annotated draft provisional agenda and have decided on the venue and dates of the International Conference. It is scheduled to be held at Courmayeur, Italy, from 17 to 21 June 1994.

30. The purpose of the International Conference is to provide a forum for the exchange of views between Governments, international organizations and individual experts on the problems presented by the proceeds of crime, and to seek ways of improving global cooperation and action to counter those problems. It is structured in such a way as to bring together policy makers and those charged with the implementation of policies and legislation to facilitate the exchange of different points of view, the discussion of specific problems and the identification of practical and effective remedies. For these

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*See General Assembly resolutions 44/71 of 8 December 1989, 45/116, 45/117, 45/118, 45/119, 45/121 and 45/123 of 14 December 1990, 46/152 of 18 December 1991, 47/87 of 16 December 1992, 48/102 and 48/103 of 20 December 1993 and Economic and Social Council resolutions 1989/62 and 1989/70 of 24 May 1989, 1992/22 and 1992/23 of 30 July 1992, and 1993/29 and 1993/30 of 27 July 1993.

reasons, participation has been sought of authorities responsible for developing policies and strategies to prevent or counter the use of the proceeds of crime and the abuse of national financial systems, including those authorities responsible for the day-to-day implementation and supervision of activities in the banking and financial service sector.

31. The International Conference will begin by reviewing international trends in money-laundering and in the use of the proceeds of crime. It will consider a study on the subject prepared with the support of the European Institute on Crime Prevention and Control, affiliated with the United Nations. In addition, input will be provided by the regional institutes cooperating with the United Nations in the field of crime prevention and criminal justice; thus, the participants will be aware of the regional perspectives and the specific problems faced in the various regions. The International Conference will then discuss the problems that the laundering and use of the proceeds of crime create for the economies of countries in various stages of development. It will also examine the concerns of developing countries and those in transition regarding their efforts to foster economic growth and to implement economic reforms aimed at structuring their economies in accordance with free-market principles. Related issues to be considered include policies for the attraction of foreign capital by countries in various stages of development, tax-haven policies for the attraction of capital, bank secrecy in developing countries and privatization. In addition, international financial institutions are expected to provide input relating to their experience and efforts to promote development.

32. The International Conference will deal with mechanisms of international control, such as the recommendations of the Financial Action Task Force established by the heads of State or Government of the Group of Seven major industrialized countries and the President of CEC and their implementation, as well as other multilateral and regional arrangements. The International Conference will also assess prevention and control policies, including regulatory and crime control measures. Under regulatory policies, it will discuss issues such as mandatory regulation and self-regulation of financial institutions, the movement of capital to non-regulated sectors, the transparency of financial institutions and the infiltration of legitimate business enterprises by the proceeds of crime. In discussing crime control policies, the International Conference is expected to consider issues such as making it a criminal offence to carry out transactions involving the proceeds of crime; the detection, investigation and adjudication of offences involving the proceeds of crime (including asset-tracing, seizure, forfeiture and return); the protection of individual and property rights in cases involving the proceeds of crime; making currency control violations, and the failure to report such violations, a criminal offence, and the implications of such a measure for financial institutions and the business community; the effectiveness of legislation and the need for compatibility to facilitate international cooperation; and professional responsibility, particularly with reference to professions that carry privileges of confidentiality. The International Conference will also explore the needs of Member States with respect to technical cooperation in the field of prevention and control of the laundering and use of the proceeds of crime; and modalities for the provision of knowledge and expertise to Member States upon request. In addition, the International Conference will examine the role that the United Nations system can play in providing or facilitating technical assistance and mutual cooperation in that field.

III. OTHER RELATED MATTERS

33. Treaties on mutual legal assistance, extradition and transfer of proceedings continue to be the primary means of international cooperation in crime prevention and criminal justice. As implementation of such arrangements may often be hindered by the lack of national legislation intended for that purpose, a meeting of the Ad Hoc Expert Group on Implementing Legislation to Foster Reliance on Model Treaties was held at Vienna from 18 to 21 October 1993 to discuss current experiences and propose

viable solutions. The report on the meeting of the Expert Group, contained in an addendum to the present report (E/CN.15/1994/4/Add.1, annex), will be before the Commission for its consideration.

34. In its resolution 1992/22, section VI, the Economic and Social Council determined that one of the priority themes to guide the work of the Commission and that of the United Nations crime prevention and criminal justice programme should include the role of criminal law in the protection of the environment. The issue has attracted considerable attention in various forums, as awareness of issues related to the protection of the environment has increased. In an effort to give effect to the recommendations of the Commission and to contribute to a better understanding of the issues involved, the Crime Prevention and Criminal Justice Branch convened at Vienna, from 7 to 10 December 1993, a meeting of the Ad Hoc Expert Group on More Effective Forms of International Cooperation against Transnational Crime, including Environmental Crime. The report on the meeting of that Expert Group is contained in an addendum to the present report (E/CN.15/1994/4/Add.2, annex), for consideration by the Commission.

35. One issue closely associated with effective action against organized transnational crime is violence directed at criminal justice officials. Such individuals often become targets of organized criminal groups, particularly when investigations are close to reaching a successful conclusion. An ad hoc expert group meeting was hosted by the Office of International Criminal Justice of the University of Illinois at Chicago to discuss protection of criminal justice officials against violence and intimidation, as well as measures to counter violence associated with the operations of organized transnational crime. The meeting of the Ad Hoc Expert Group on Managing the Risk of Violence in a Criminal Justice System: a Framework of Analysis was held at Chicago from 18 to 20 August 1993. The conclusions and recommendations of that Expert Group are contained in an addendum to the present report (E/CN.15/1994/4/Add.3, annex), for the consideration of the Commission.

IV. CONCLUSIONS

36. In the Commission, the Economic and Social Council and the General Assembly, the interest and support displayed by Member States in fighting organized crime augur well for the success of the World Ministerial Conference, reflecting the realization that organized transnational crime is a problem requiring increased international attention and global action. If that interest and support can be translated into political commitment at a high level, the World Ministerial Conference may mark the beginning of a concerted effort conducive to tangible and practical results. Such commitment would convey the message that the international community will not spare any effort to safeguard its fundamental values and to guarantee global security, peace and development.

37. The Commission may wish to emphasize the value of the World Ministerial Conference and call the attention of all Member States to its objectives and expected results, urging them to be represented at that Conference at the highest possible level. The Commission may also wish to review the preparations for the World Ministerial Conference, to offer its guidance with respect to any pending organizational and substantive matters and to provide directions for its documentation, as well as modalities for the finalization of those preparations, including the documentation.